AUSTRALIAN COUNCIL OF TESOL ASSOCIATIONS

Submission on the

Draft National Teacher Workforce Action Plan

December 2022

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Abbreviations

ACARA	Australian Curriculum, Assessment and Reporting Authority
ACER	Australian Council for Educational Research
ACTA	Australian Council of TESOL Associations
ACECQA	Australian Children's Education and Care Quality Authority
AEDC	Australian Early Development Census
AERO	Australian Education Research Organisation
AITSL	Australian Institute for Teaching and School Leadership
ATRA	Australasian Teacher Regulatory Authorities
BICS	Basic Interpersonal Communication Skills (cf. CALP)
CALP	Cognitive Academic Language Proficiency (cf. BICS)
CSP	Commonwealth Supported Places
EAL	English as an Additional Language
EAL/D (EALD)	English as an Additional Language or Dialect
EC	Early Childhood
ECEC	Early Childhood and Care
HEI	Higher Education Institution
ITE	Initial Teacher Education
LBOTE	Language background other than English
QITE	Quality Initial Teacher Education (report)
TESOL	Teaching English to Speakers of Other Languages

1. INTRODUCTION

The Australian Council of TESOL Associations (ACTA) is the peak professional body for TESOL (Teaching English to Speakers of Other Languages) educators in pre-school, school and adult settings. It comprises representatives from state and territory TESOL associations, whose members include teachers, consultants and curriculum developers and researchers in the field of English as an Additional Language or Dialect (EAL/D). Our mission is to advocate for the educational interests of students who are learning English as their second or additional language in all sectors (Early Childhood Education, schools, adult, community and tertiary education) and for those who teach them in specialist and mainstream classrooms.

ACTA welcomes the opportunity to provide input into the National Teacher Workforce Action Plan. This submission draws on and expands on Actions 5, 6, 7 and 8 of ACTA's *National Roadmap for English as an Additional Language (EAL/D) Education in Schools* to 'build back better' English language and literacy provision for the over 600,000 Indigenous, migrant and refugee English language learners in schools across Australia.[1]

Because of its intersection with schooling and its crucial foundational role in children's readiness for school and lifelong learning and development, the submission includes consideration of workforce implications of the increasing language diversity of the Early Childhood Education and Care sector. It is informed by ACTA's *Principles for Early Childhood Education,* in particular, 'Competent and skilled and well-qualified EAL/D informed educators are key to inclusive EC programs.'[2]

International and Australian research on teachers' professional development needs highlights the disconnect between the growing linguistic diversity of schools and the lack of EAL/D pre-service training and professional development support for classroom teachers.[3] Public consultation on the draft National Teacher Workforce Action Plan provides a rare opportunity to develop a national systemic approach to addressing these needs.

The submission advocates for explicit inclusion of EAL/D teaching in National Teacher Workforce Planning on equity and national interest grounds. It is organised in two parts:

1. EAL/D issues affecting national teacher workforce planning
2. proposed EAL/D initiatives relating to specific actions in the national teacher workforce action plan.

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[1] The Roadmap is aligned to the directions and initiatives of the *National Schools Reform Agreement,* and is intended to inform the 2024 National Schools Reform Agreement. https://tesol.org.au/acta-calls-for-national-reform-and-revitalisation-of-eal-d-in-schools/

[2] https://tesol.org.au/wp-content/uploads/2022/09/ACTA-ECE-Principes.pdf

3 See: Hadjioannou, X., Hutchinson, M. C., & Hockman, M. (2016). Addressing the needs of 21st-century teachers working with culturally and linguistically diverse learners. *CATESOL Journal*, *28*(2), 1-29; He, Y., Journell, W., & Faircloth, J. (2018). Preparing teachers for English learners: Integrating academic language and community service projects. *The Social Studies*, *109*(1), 13-26; Johnson, T., & Wells, L. (2017). English Language Learner Teacher Effectiveness and the Common Core. *Education policy analysis archives*, *25*(23); Kolano, L. Q., Dávila, L. T., Lachance, J., & Coffey, H. (2014). Multicultural Teacher Education: Why Teachers Say It Matters in Preparing Them for English Language Learners. *CATESOL Journal*, *25*(1), 41-65; Villegas, A. M., SaizdeLaMora, K., Martin, A. D., & Mills, T. (2018, April). Preparing future mainstream teachers to teach English language learners: A review of the empirical literature. In *The Educational Forum* (Vol. 82, No. 2, pp. 138-155). Routledge; Watkins, M., Lean, G., Noble, G., & Dunn, K. (2013). *Rethinking Multiculturalism Reassessing Multicultural Education,* UWS and NSW DEC: Sydney.

2. EAL/D ISSUES AFFECTING NATIONAL TEACHER WORKFORCE PLANNING

2.1 The nature, size and growth of the EAL/D student cohort in Australian schools

The nature, size and growth of the EAL/D student cohort is a key driver of demand for EAL/D teachers and has major implications for national teacher workforce planning in Australia. There are over 600,000 students from language backgrounds other than English (LBOTE) learning as English as their second or other language in schools throughout Australia. These students include:

- newly arrived students entering Australian schooling at any year from Kindergarten to Year 12
- Australian-born students in all years of schooling learning at different levels of English language proficiency
- humanitarian entrants and asylum seekers with little or no previous formal schooling,
- migrant and international students with age-equivalent education.
- Kriol and Dialect speaking Indigenous students with varying degrees of exposure to Standard English

As shown in the ACTA report, the great majority of EAL/D learners are enrolled in state and territory government schools.[4] In 2018-19, they comprised some 13,576 new arrivals, 334,389 EAL/D learners in mainstream classrooms, an estimated 27,329 Indigenous EAL/D learners, and 185,322 international students, totalling 560,616 EAL/D learners altogether. In the Catholic education sector, there were over 14,066 EAL/D learners in the mainstream, and 40,430 international students. Altogether, there were 601,046 EAL/D learners in Australian schools comprising some 15.4 per cent of the total student population.

The last decade has seen dramatic growth in the number of students from migrant and refugee backgrounds needing EAL/D teaching support in Australian schools. ABS Census data indicate the number of school-aged respondents (0-19 years of age) who reported speaking 'not well' or 'not at all' increased from 117,158 in 2006 to 190,462 in 2016, an increase of 62 per cent.[5]

This trend is evident in the two government education systems with the largest number of EAL/D students. The NSW Department of Education reported a 114 per cent increase in the number of EAL/D students (from 91,706 to 196,669) between 2009 and 2019,[6] while the Victorian Department of Education and Training reported 69 per cent growth in EAL/D students (from 47,625 to 80,516) over the same period.[7]

Table 1 below documents this trend. The high overall immigration intakes of around 200,000 between 2012 and 2016, comprising family, skills and humanitarian streams, led to sustained

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[4] https://tesol.org.au/how-many-english-as-an-additional-language-or-dialect-eal-d-learners-are-there-in-australian-schools/
[5] ABS Censuses 2006, 2016
[6] NSW Department of Education and Training 2009 Annual Report at: document.pdf (nsw.gov.au);
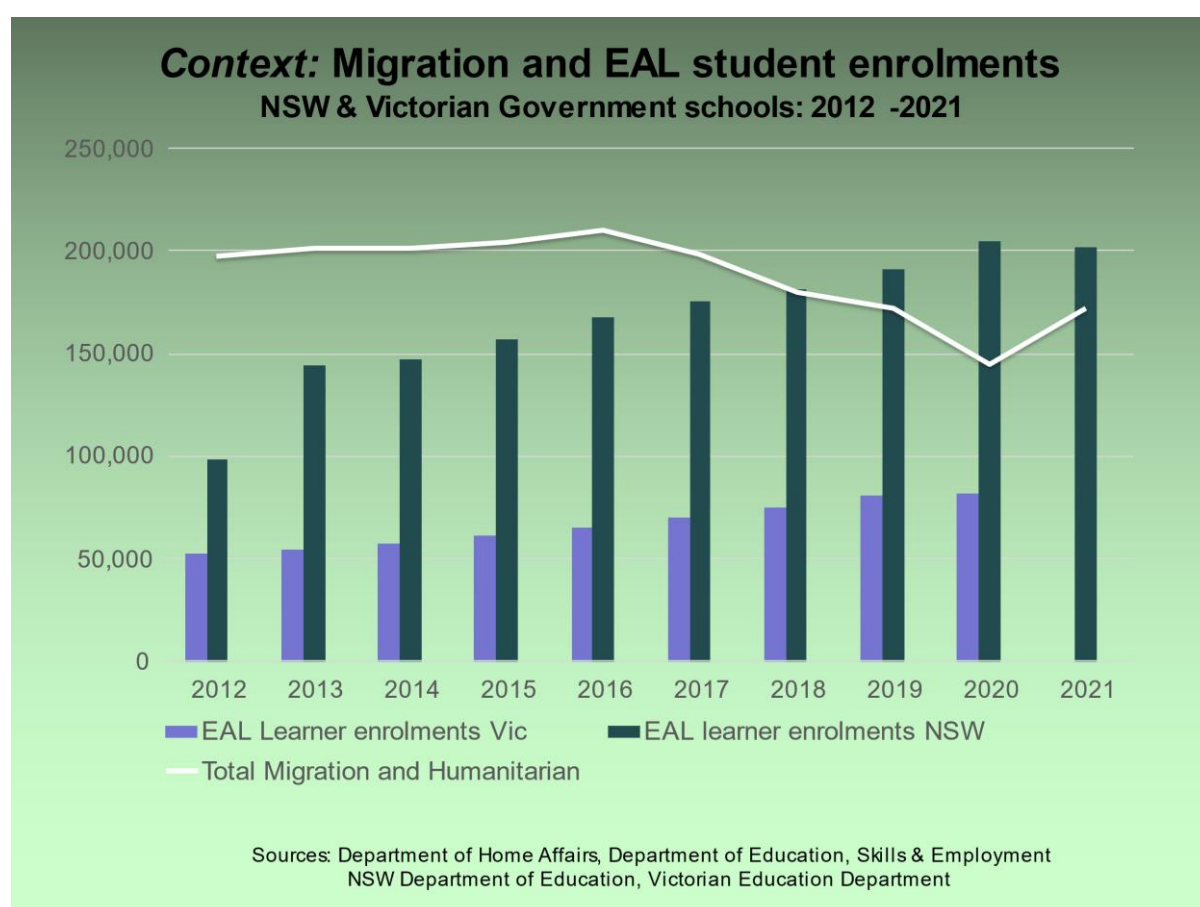NSW Department of Education and Training data bulletin Schools: English as an additional language or dialect (EAL/D) learners 2015 to 2019 (nsw.gov.au)
[7] Victorian Department of Education 2009 EAL Annual Report at: eslreport09.pdf (education.vic.gov.au);
Victorian Department of Education 2019 EAL Annual Report at: 2019-eal-report.pdf (education.vic.gov.au)

increases of EAL students in NSW (approximately 170,000) and Victoria (approximately 55,000) respectively. These increases continued to 2020 despite the significant decline in overall immigration and the COVID nadir in 2020. This undiminished EAL student growth can be attributed to the number of years it takes for EAL learners to develop academic English and their ongoing need for EAL assistance. The anticipated resumption of a 195,000 migration intake means that the numbers of newly arrived and continuing EAL/D learners will continue to grow beyond the current 200,000 (NSW) and 75,000 (Victoria) in the next few years.

Table 1: Migration and EAL student enrolments NSW and Victorian Government Schools 2012-2021

Context: Migration and EAL student enrolments
NSW & Victorian Government schools: 2012 -2021

- EAL Learner enrolments Vic
- EAL learner enrolments NSW
- Total Migration and Humanitarian

Sources: Department of Home Affairs, Department of Education, Skills & Employment
NSW Department of Education, Victorian Education Department

Data on the number of Indigenous students who are learning English as their additional language or dialect are not reported. ACTA has estimated this figure as 27,329 based on 2016 ABS Census data. The 2021 census records that 9.5 per cent (77,000) of those identifying as Aboriginal and Torres Strait Islanders use an Aboriginal or Torres Strait Islander language at home.[8] The majority of these speakers live in remote areas. In 2016, the Productivity Commission reported that 61.5 per cent of Indigenous people living in very remote areas

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[8] The most common language groups were: Other Australian Indigenous Languages (31.3%), Arnhem Land and Daly River Region languages (14.5%), Torres Strait Island languages (12.0%), Western Desert Languages (10.9%). Other languages used were: Yolngu Matha (8.5%), Arandic (7.4%), Cape York Peninsula Languages (7.0%), Northern Desert Fringe Area Languages (6.6%), Kimberley Area Languages (1.8%). Australia: Aboriginal and Torres Strait Islander population summary | Australian Bureau of Statistics (abs.gov.au)

spoke an Indigenous language at home.[9] Using 2016 Census data, the Commission's 2020 Report on Indigenous Disadvantage states that 11 per cent of Indigenous language speakers said they did not speak English well or at all. This ranged from about 3-4 per cent in major cities and inner regional areas to 13 per cent in very remote areas.[10]

These figures reflect Australia's ongoing immigration program and its growing Indigenous and culturally and linguistically diverse population. These trends and the post-pandemic resumption of immigration intakes mean that EAL/D learners will continue to make up a significant proportion of the school student population in the short and long term.

2.2 EAL/D as a specialist teaching area

The English language, as both the medium and mediator of school learning in Australia, is a key resource in all students' learning. Developing proficiency in the increasingly specialised academic English, literacy and disciplinary registers of the Australian curriculum is essential for students' school completion, further learning opportunities, employment prospects, civic participation and personal wellbeing.

To succeed in the English-medium curriculum, students who are learning English as an additional language or dialect must progress along a language learning trajectory from acquisition of basic fluency in spoken English (Basic Interpersonal Communication Skills – BICS - which typically takes two years in immersion contexts) to developing the English language and literacy needed to achieve academic parity with their English speaking peers[11] (Cognitive Academic Language Proficiency – CALP – which usually takes a minimum of five to seven years for students with equivalent literacy skills in their home language).[12]

This progression is by no means automatic. It is crucially facilitated by explicit and systematic pedagogic attention to developing students' oral and written English for the curriculum.[13] A major educational risk for EAL/D learners in the course of their schooling therefore is the failure to progress from BICS to CALP due to inadequate instruction. This failure is apparent in student English language plateauing, literacy ceilings and academic underachievement often misdiagnosed as having remedial literacy or special learning needs.[14]

EAL/D teaching addresses these students' school English learning needs through language-based instruction, assessment and curriculum, resource development, program and task design and evaluation; and professional development support and advocacy in primary and

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[9] Overcoming Indigenous Disadvantage: Key Indicators 2016 - Report (pc.gov.au) p. A.24

[10] Overcoming Indigenous Disadvantage: Key Indicators 2020 - Report (pc.gov.au). p. A 5.

11 Cummins, J. (2008). BICS and CALP: Empirical and theoretical status of the distinction. In *Encyclopedia of language and education* (pp. 487-499). Springer US; Cummins, J. (1991). Interdependence of first and second language proficiency in bilingual children, in E. Bialystok, *Language processing in bilingual children,* Cambridge: CUP.

[12] Collier, V. (1989). How Long? A synthesis of research on academic achievement in a second language, *TESOL Quarterly, 23(3),* 509-531; Hakuta, K. (2000). How long does it take English learners to attain proficiency? *University of California Linguistic Minority Research Institute*; Demie, F. (2013). English as an additional language pupils: how long does it take to acquire English fluency? *Language and Education*, *27*(1), 59-69.

[13] Thomas, W. P., & Collier, V. P. (2002). A national study of school effectiveness for language minority students' long-term academic achievement; For insights into the distinctive learning and teaching entailed, see the Australian Curriculum *Annotated EAL/D Curriculum Notations* for English, Maths, Science and History: Meeting the needs of students for whom English is an additional language or dialect | The Australian Curriculum (Version 8.4)..

[14] Cummins, J (1984a) Wanted: a theoretical framework for relating language proficiency to academic achievement among bilingual students. C Rivera(ed) *Language proficiency and academic achievement.* Clevedon: Multilingual Matters.

secondary on-arrival intensive and mainstream classroom settings. It involves the exercise and development of specialist expertise that draws on a research and knowledge base encompassing second language acquisition and literacy development, the social contexts of language use, spoken and written discourse (including phonology, grammar and pragmatics), specifically:

- educational linguistics, the English language system, the nature of speaking, listening, reading and writing in English in a variety of informal and formal learning contexts, including school academic literacy, registers and genres
- the acquisition and development of English as an additional language or dialect including the social context of language use and development, and bi/multilingual language and literacy
- current research-informed methodology and resources in EAL/D pedagogy, assessment and curriculum
- pedagogical models and strategies of spoken and written language and content integrated teaching and assessment of EAL/D learners in a range of cross cultural and curriculum contexts.
- evaluating, planning, designing and tailoring curricula, programs and instruction to meet the English learning needs of EAL/D learners, including adapting course materials, lesson plans, learning activities, program organisation and assessment and evaluation methods.[15]

There are two pathways into specialist EAL/D teaching: i) study of elective EAL/D teaching discipline and methodology units by teacher graduates as part of an initial teacher education program and ii) similar post-graduate TESOL study by mid-career entrants to the teaching specialisation. As with other specialist areas, both courses should include a professional experience placement supervised by an EAL/D specialist.[16]

2.3 The absence of EAL/D teaching in teacher workforce planning

After a decade of little or no effective workforce planning, state education authorities are now fast-tracking their teacher supply strategies to address urgent and growing teacher shortages including insufficient supply of casual teachers.[17]

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[15] He, Y., Prater, K. & Steed, T. (2011). Moving beyond 'good teaching' ESL professional development for all teachers, *Professional Development in Education, 37(1),* 7-18; Harper, C. & de Jong, E. (2004). Misconceptions about teaching English Language Learners, *Journal of Adolescent and Adult Literacy 48(2),* 152-162; Gandara, P., Maxwell-Jolly, J., & Driscoll, A. (2005). *Listening to English Language Learners: A Survey of California Teachers' Challenges, Experiences and Professional Development Needs.* UCLA: Santa Cruz, CA; Faltis, C., Arias, M. B., & Ramírez-Marín, F. (2010). Identifying relevant competencies for secondary teachers of English learners. *Bilingual Research Journal*, 33(3), 307-328.

[16] Since the 1980s, it has been recognised that *basic* TESOL training for specialist teachers in schools requires 120 hours of post-degree TESOL study in these areas, plus at least 60 hours of supervised EAL/D teaching practice. Schools require qualified TESOL teachers to provide specialised teaching and assessment of EAL/D learners, and to support and advise their colleagues and schools. Cf. Faltis, C., Arias, M. B., & Ramírez-Marín, F. (2010). Identifying relevant competencies for secondary teachers of English learners. *Bilingual Research Journal*, *33*(3), 307-328.

[17] https://www.smh.com.au/national/nsw/nsw-schools-struggle-to-find-teachers-as-supply-collapses-20210621-p582w5.html; https://www.smh.com.au/national/nsw/public-school-teacher-shortage-raises-fears-they-will-run-out-of-teachers-20211003-p58wtq.html; https://news.nswtf.org.au/blog/media-release/2021/11/growing-teacher-shortages-and-nsw-could-miss-out-thousands-teachers#:~:text=The%20Department%20of%20Education%20warned%20last%20year%20NSW%20could%20run,teachers%20in%20the%20next%20decade ; https://www.smh.com.au/national/nsw-wants-defence-style-recruitment-campaign-to-plug-teacher-shortage-20210817-p58jim.html; Teacher Supply Strategy (nsw.gov.au); https://educationhq.com/news/act-

These teacher workforce planning initiatives invariably omit EAL/D teaching from the list of subject area teacher shortages to be addressed. Science, mathematics, special/inclusive education, languages and technology and applied studies including agriculture, industrial technologies and engineering studies are commonly specified.

Even in jurisdictions such as the NSW Government school system where EAL/D learners comprise 25 per cent (200,000) of the total student population and some 1300 primary and secondary EAL/D teachers are employed,[18] EAL/D is not identified in the state teacher supply strategy targeting high need and specialist areas.[19]

A comprehensive and effective National Teacher Workforce Action Plan for Australia's language diverse schools requires explicit inclusion of the EAL/D teaching area across all the plan's priority areas.

Recommendation 1:

To ensure suitability of the National Teacher Workforce Action Plan for Australia's language diverse schools, EAL/D teaching should be included and identified as a specialist teaching area in relevant actions in all the priority areas of the plan.

2.4 Increasing language diversity of the Early Childhood Education and Care sector

Children in their first year of full-time school are becoming an increasingly language diverse cohort. In 2021, more than one in four (26.8 per cent) of just over 305,000 children nationally were from Language Backgrounds other than English (i.e. speak more than one language at home), up from 18 percent in 2009.[20]

The 2021 Australian Early Development Census (AEDC) indicated that these children have the highest rate of developmental vulnerability in their communication skills and general knowledge (14.4 percent compared to 6.2 per cent for their English only peers). This vulnerability was attributed to early differences in the listening and speaking skills of

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launches-new-taskforce-to-tackle-teacher-shortage-100928/ https://www.smh.com.au/national/nsw/regional-schools-scrambling-for-staff-during-summer-holidays-20201222-p56pjf.html;

'My teacher sucks': how teacher shortages shatter learning, at: https://www.aare.edu.au/blog/?p=10824 ; https://www.smh.com.au/national/nsw/they-just-sit-there-the-schools-where-hundreds-of-lessons-are-cancelled-20210910-p58qn9.html; https://www.smh.com.au/national/nsw/nsw-schools-struggle-to-find-teachers-as-supply-collapses-20210621-p582w5.html;COVID-19 has further exacerbated this problem, increasing teacher shortages due to increased resignations from stress, dissatisfaction and vaccination non-compliance, and declining numbers of ITE applicants, e.g. https://research.acer.edu.au/cgi/viewcontent.cgi?article=1008&context=workforce; https://www.theeducatoronline.com/k12/news/teachers-education-crisis-warning-goes-viral/212421; https://www.theguardian.com/australia-news/2021/jul/04/everyones-bailing-australian-teachers-speak-on-stress-and-uncertainty-of-increasing-casual-contracts; https://www.theguardian.com/australia-news/2021/jun/30/it-is-unsustainable-guardian-readers-on-the-crisis-of-australian-teacher-shortages.

Such COVID-driven teacher shortages are a world-wide problem. The teacher shortage is real, large and growing, and worse than we thought: The first report in "The Perfect Storm in the Teacher Labor Market" series | Economic Policy Institute (ed.gov); America faces a substitute teacher shortage—and disadvantaged schools are hit hardest (brookings.edu); Teacher shortages - latest news, breaking stories and comment - The Independent; Covid: Supply teacher shortage could force schools to close - BBC News

[18] NSW Department of Education 2021 Annual Report, p.117. https://education.nsw.gov.au/about-us/strategies-and-reports/annual-reports

[19] https://education.nsw.gov.au/content/dam/main-education/about-us/strategies-and-reports/media/documents/NSW-teacher-supply-strategy.pdf

[20] Children had an average age of 5 years, 7 months. AEDC p.68, 70

children who speak multiple languages).[21] Although only 9,410 or 3.1 percent of these students were classed as LBOTE – Not proficient in English, 56,894 or 18.7 percent were children with English as a second language, up from 33,526 or 12.8 per cent in 2009.[22] This vulnerability therefore relates to the limited English language skills of children from non-English speaking backgrounds rather than poor communication skills in their home language. Related to this, a significant but declining gap (8.7 to 6.8 percent) remains between LBOTE and English-only children in the domain of (school-based English) language and cognitive skills.[23]

For Aboriginal and Torres Strait Islander children, the (English) language and cognitive skills domain was the main driver of the decline in 2021, with a 3.2 percentage point decrease in children on track on this domain (from 62.6 per cent in 2018 to 59.4 per cent). There was also a significant increase in the percentage of children at risk (1.4 percentage points) and developmentally vulnerable (1.8 percentage points) on this domain in 2021.[24]

Ideally, as they enter the Australian school system, these children are in the process of becoming bilingual or multilingual users of English and can apply their home language and cultural resources to their English language and literacy learning.[25] Participation in English-only early learning settings, however, risks replacement of children's home language with English and rapid loss of communication skills in the home language, resulting in education-led *subtractive* bilingualism.[26]

The benefits of *additive* bilingualism throughout children's lifespan have been well documented. Maintenance and development of children's home language alongside their English learning has been shown to be positively associated with parent-child communication, family relations and child wellbeing throughout the primary and secondary school years.[27] Students with strong bilingual profiles also experience acculturation benefits having positive identification with their heritage culture and self-esteem in adolescence.[28]

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[21] 2021 AEDC p.36, 39

[22] 2021 AEDC p.69

[23] ie basic literacy, advanced literacy, basic numeracy, and interest in literacy, numeracy and memory. 2021 AEDC p.9.

[24] 2021 AEDC, p. 29,31,32. Data on the English language proficiency of Aboriginal and Torres Strait Islander children is not reported.

[25] Cummins, J. (1991). Interdependence of first and second language proficiency in bilingual children, in E. Bialystok, *Language processing in bilingual children,* Cambridge: CUP.

[26] Landry, R., & Allard, R. (1993). Beyond Socially Naive Bilingual Education: The Effects of Schooling and Ethnolinguistic Vitality on Additive and Subtractive Bilingualism; Nguyen, L. A. Subtractive Bilingualism among Children in Immigrant Families, Family Cohesion and Acculturation: a Critical Overview. *Leviathan: Interdisciplinary Journal in English*, (8), 52-63; Mathe, S. S. (2020). How does subtractive bilingualism affect the Academic performance and L1 of students from social groups with low Ethnolinguistic Vitality?. *REVISE-Revista Integrativa em Inovações Tecnológicas nas Ciências da Saúde*, 6(fluxocontinuo), 200-212.

[27] Mueller, L. M., Howard, K., Wilson, E., Gibson, J., & Katsos, N. (2020). Bilingualism in the family and child well-being: A scoping review. *International Journal of Bilingualism*, 24(5-6), 1049-1070; De Houwer, A. (2015). Harmonious bilingual development: Young families' well-being in language contact situations. *International Journal of Bilingualism*, 19(2), 169-184;

[28] Portes, A., & Hao, L. (2002). The price of uniformity: Language, family and personality adjustment in the immigrant second generation. *Ethnic and racial studies*, 25(6), 889-912; Oh, J. S., & Fuligni, A. J. (2010). The role of heritage language development in the ethnic identity and family relationships of adolescents from immigrant backgrounds. *Social development*, 19(1), 202-220; Gonzales-Backen, M. A., Bámaca-Colbert, M. Y., Noah, A. J., & Rivera, P. M. (2017). Cultural profiles among Mexican-origin girls: Associations with psychosocial adjustment. *Journal of Latina/o Psychology*, 5(3), 157.

Associated cognitive and neurological benefits of bilingualism also contribute to students' academic achievement and wellbeing during and after their schooling.[29] As first and second languages are interdependent and mutually reinforce each other, they positively impact academic achievement, high school completion and post-school study.[30] Balanced bilinguals, especially those with high proficiency in heritage language literacy, have enhanced academic mobility and generally earn more than English dominant language minority students at the beginning of their career.[31]

Early childhood educators and teachers can play a pivotal role in creating language inclusive environments where children's diverse language and cultures can be used, shared and celebrated. Plurilingual pedagogies, play-based learning and collaborative family partnerships[32] provide important opportunities for children to draw on more than one language for learning while supporting their EAL/D learning and the learning of other children around them.[33]

This strength-based approach to linguistic diversity in early childhood settings is outlined in ACTA's *Principles for Early Childhood Education.* It details the beliefs, values and practices that promote home language-based EAL/D education in the Early Childhood years with a focus on the education of children in the years before schooling.[34]

This submission draws on the *Principles* to propose key Early Childhood Education initiatives relating to specific actions within the draft National Teacher Workforce Action Plan. These initiatives align with the focus areas and actions of the Australian Children's Education and Care Quality Authority's (ACECQA's) *2022-2031* National Children's Education and Care Workforce Strategy, *Shaping Our Future* and its Implementation and Evaluation Plan.[35]

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[29] Bialystok, E. (2001). *Bilingualism in development: Language, literacy, and cognition*. Cambridge University Press; Bialystok, E. (2021). Cognitive Implications of Bilingualism. In *Oxford Research Encyclopedia of Psychology*; Bialystok, E. (2020). Bilingual effects on cognition in children. In *Oxford Research Encyclopedia of Education*.
Carlsson, M. (2022). Reimagining Wellbeing in Neoliberal Times: School Wellbeing as an Adjunct to Academic Performance?. In *Wellbeing and Schooling* (pp. 35-48). Springer, Cham.

[30] Jang, E., & Brutt-Griffler, J. (2019). Language as a bridge to higher education: a large-scale empirical study of heritage language proficiency on language minority students' academic success. *Journal of Multilingual and Multicultural Development*, *40*(4), 322-337.

[31] Agirdag, O. (2014). The long-term effects of bilingualism on children of immigration: student bilingualism and future earnings. *International Journal of Bilingual Education and Bilingualism*, *17*(4), 449-464.

[32] .Centre for Community Child Health (2021). From consumer to partner: Rethinking the parent/ practitioner relationship. Policy Brief Number 32. Murdoch Children's Research Institute/The Royal Children's Hospital, Parkville, Victoria. https://doi.org/10.25374/MCRI.14587047 The policy brief outlines three ECE partnership models - family centred, codesign and co-worker models.

[33] https://thespoke.earlychildhoodaustralia.org.au/language-learning-early-learning-settings/ Cohrssen, C., Slaughter, Y., & Nicolas, E. (2021). Leveraging languages for learning: Incorporating plurilingual pedagogies in early childhood education and care. *TESOL in Context*, *30*(1), 11-31; Slaughter, Y., & Cross, R. (2021). Challenging the monolingual mindset: Understanding plurilingual pedagogies in English as an Additional Language (EAL) classrooms. *Language Teaching Research*, *25*(1), 39-60.

[34] https://tesol.org.au/wp-content/uploads/2022/09/ACTA-ECE-Principes.pdf

[35] https://www.acecqa.gov.au/sites/default/files/2021-10/ShapingOurFutureChildrensEducationandCareNationalWorkforceStrategy-September2021.pdf; https://www.acecqa.gov.au/sites/default/files/2022-09/National%20workforce%20strategy%20-%20Implementation%20and%20evaluation%20plan%20-%20August%202022.pdf

Recommendation 2

To ensure effective teacher workforce planning for Australia's language diverse early education and care sector, initiatives informed by ACTA's Principles for Early Childhood Education should inform the implementation of the National Children's Education and Care Workforce Strategy, Shaping Our Future, and its Implementation and Evaluation Plan.

2.5 Drivers of EAL/D teacher demand in Australian schools

EAL/D teacher shortages occur when EAL/D teacher supply fails to keep pace with EAL/D teacher demand. As outlined in 2.1. the key driver of demand for EAL/D teachers is growth in the number of EAL/D learners resulting from Australia's immigration intakes and the growing cultural and linguistic diversity of the school-aged population. There is a growing shortage of qualified EAL/D teachers to meet the increasing EAL/D needs of schools, in particular disadvantaged schools with high numbers of EAL/D students. Without focused national action, the gap between the English learning needs of EAL/D students in schools and a suitably qualified workforce, evident before the pandemic, will continue to widen.

Demand for qualified specialist EAL/D teachers is driven by:

1. the need for increased allocation of EAL/D teachers to meet growing numbers of EAL/D learners in schools[36]

2. flexible school-based staffing leading to internal school staff movements in and out of EAL/D teaching roles and positions where EAL/D qualified teachers are transferred to non-specialist teaching positions and are replaced by unqualified casual EAL/D teachers

3. EAL/D teacher resignations and retirements.

As an example of 1, after a decade of high growth in EAL/D student numbers (116 per cent increase in EAL/D learners, outstripping the 7 per cent growth rate of the general student population). the NSW Department of Education, allocated an additional 104 EAL/D teaching positions for schools in 2019. This decision, however, was not accompanied by a strategy to coordinate supply of qualified teachers to fill these new positions.

In relation to 2, internal school staff appointments, and casualisation of teachers on short-term contracts have disrupted and diminished supply of qualified EAL/D teachers.[37] Under school flexible resource management policies implemented in state and territory jurisdictions, principals have greater decision-making over school-based staffing and have eroded specialist EAL/D teaching in schools.[38] Devolved school staffing has weakened systems' obligation

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[36] https://www.abc.net.au/news/2015-02-07/teachers-warn-of-looming-crisis-over-esl-courses-in-nsw-schools/6077766; ACTA submission to Review of the Melbourne Declaration, p4. at: https://tesol.org.au/wp-content/uploads/2019/01/625_ACTA_submission_Review_of_Melbourne_Declaration_14_June_2019.pdf

[37] This growing staffing inequality between schools is characteristic of Australia, which, unlike most OECD countries, does not allocate the most qualified and experienced teachers to its most disadvantaged schools. See: AARE blog, The Government must know how to fix the teacher shortage. So why won't it act now? at: https://www.aare.edu.au/blog/?p=9732;

[38] Loss of centralised staffing support under school autonomy policies has made it difficult for schools to fill staff vacancies with suitably qualified teachers and has resulted in growing numbers of teachers teaching outside their area of expertise.

and ability to employ qualified specialist EAL/D teachers and has increased the number of out-of-field, casual EAL/D teachers paralleling the growth of out-of-field STEM teachers.[39]

Concerning 3, the pool of qualified specialist EAL/D teachers is steadily shrinking due to an ageing teacher workforce and the increasing pace of 'baby-boomer' retirements.[40] EAL/D teacher demand is created by the successive retirement of cohorts of experienced EAL/D teachers who typically gained their EAL/D qualifications during a period of system-sponsored, training incentives and support. With these successive retirements, the existing stock of specialist EAL/D expertise is being lost to schools. Without sustained recruitment of qualified EAL/D teachers, the growing gap between the increasing EAL/D learning needs of students in schools and the availability of specialist EAL/D teachers will continue to widen.

Recommendation 3:
The National Teacher Workforce Action Plan should address key drivers of EAL/D teacher demand such as projected growth in number of EAL/D learners, impacts of increased school-based staffing decision-making under school autonomy policies, increased teacher casualisation resulting in 'out-of-field' EAL/D teaching, and successive retirement of an ageing EAL/D teacher workforce.

2.6 Decline in the provision of pre-service and postgraduate TESOL courses for EAL/D specialist and non-specialist teachers

The quality and availability of EAL/D teaching in Australia crucially depends on the employment of specialist teachers with entry-level TESOL training and qualifications and on teacher graduates able to complete a basic level of EAL/D training in their initial teacher education program. This, in turn, relies on EAL/D teaching accreditation requirements published by state and territory teacher regulation authorities, in accordance with the national policy standards, frameworks and tools promulgated by the Australian Institute for Teaching and School Leadership's (AITSL).

Australia has no national policy framework for EAL/D teacher standards or accreditation. AITSL's *Australian Professional Standards for Teachers* do not identify the specific knowledge and skills required for teaching EAL/D learners by specialist or non-specialist teachers.[41]

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[39] 'Out-of-field' teaching impairs the quality of teaching, creates teacher burnout, undermines recruitment of trained teachers and teacher retention. As with STEM and special education, EAL/D teaching is affected. See: "Out-of-field teaching in Australian secondary schools" by Paul R. Weldon (acer.edu.au); Out-of-field teaching is out of control in Australian schools. Here's what's happening | EduResearch Matters (aare.edu.au); One in six teachers working outside their area of expertise, documents reveal (smh.com.au); https://www.smh.com.au/national/one-in-eight-stem-classes-taught-by-out-of-field-teacher-20200511-p54ru1.html; Teaching 'out of field' in STEM subjects in Australia: evidence from PISA,(2015), at: https://apo.org.au/node/303739; Du Plessis, A. E. (2020). Out-of-Field Teaching and Education Policy: International Micro-Education Policy. Springer Nature; https://www.smh.com.au/national/one-in-eight-stem-classes-taught-by-out-of-field-teacher-20200511-p54ru1.html; https://theconversation.com/too-many-teachers-teaching-outside-their-area-of-expertise-39688; https://www.tapmagonline.com/tap/out-of-field-teaching-by-mariam-sambe;https://www.smh.com.au/education/teachers-burning-out-as-they-take-on-classes-outside-expertise-acer-report-20170423-gvqi08.html

[40] https://tesol.org.au/wp-content/uploads/2019/01/ACTA-final-submission-Quality-Initial-Teacher-Education-Review.pdf, p. 11,16.

[41] ACTA submission to the QITE Review p.7, 9. https://tesol.org.au/wp-content/uploads/2019/01/ACTA-final-submission Quality-Initial-Teacher-Education-Review.pdf; See Liu, Y., Fisher, L., Forbes, K., & Evans, M. (2017). The knowledge base

In the absence of such a framework, state and territory teacher regulation authorities' accreditation requirements for EAL/D teaching have disappeared. Only one teacher accreditation body – NSW Education Standards Authority (NESA) – makes publicly available specific information on accreditation requirements for EAL/D teaching. This situation impairs education systems' ability to recruit suitably EAL/D trained teachers to meet EAL/D learning needs of Australian students in linguistically diverse urban, regional and remote schools.

This policy void in EAL/D teacher regulation in turn creates major disincentives reducing employer and student demand for, and ultimately provision of, undergraduate and post-graduate TESOL courses in higher education institutions. Over the last several years, some higher education providers have scaled back or discontinued their TESOL programs because education authorities no longer recognise or require such qualifications. Many higher education providers have reoriented their TESOL courses away from EAL/D teaching towards a generic literacy or international student focus with the result that course content appropriate to learning English in the Australian school context has dissipated along with school-based teaching practica.[42]

The COVID-19 pandemic has also exposed the vulnerability of university and TAFE courses' dependence on the international student market. TESOL teacher education has been directly impacted with whole programs being cut.[43] Restructures in state and territory education systems have also resulted in cuts to tertiary TESOL provision.[44]

There is a pressing need therefore to strengthen and extend the provision of preservice and post graduate specialist TESOL programs with their associated professional experience placements, along with induction and mentoring programs for teachers entering specialist EAL/D teaching.

The nature and scale of linguistic diversity in Australian schools has system wide implications for the preparation of all teachers. No primary or secondary graduate teacher can expect to teach in any Australian school or classroom where students with EAL/D learning needs are not present. Graduates who enter the profession without an understanding of how to teach these students are fundamentally ill-equipped to teach in Australian schools.

Currently, there are only eight tertiary institutions throughout Australia that offer elective units for specialist EAL/D teaching in their ITE programs, and only two that offer both elective and mandatory core EAL/D units for specialist and non-specialist teachers

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of teaching in linguistically diverse contexts: 10 grounded principles of multilingual classroom pedagogy for EAL. Language and Intercultural Communication, 17(4), 378-395; Turner, M. (2019). Knowledge about (English) language across the curriculum in EAL and CLIL contexts. In The Routledge Handbook of Language Education Curriculum Design (pp. 90-106). Routledge.

[42] ACTA QITE Review submission, pp. 12-13

[43] For example, La Trobe University closed its Master of Applied Linguistics and Master of TESOL programs due to reduced international student enrolments, especially during the COVID-19 pandemic. Both degrees relied heavily on international student intakes of 75-96 per cent of student load over the last five years, La Trobe University Statement, News, La Trobe University

[44] For example, Charles Darwin University discontinued its Graduate Certificate in TESOL course in 2016 after the Northern Territory education department disbanded its EAL/D unit, which sponsored the program. This was the only tertiary course which specifically focused on how teachers can address the EAL/D learning needs of Indigenous students in remote schools.

respectively. teachers. Instead, many ITE providers offer student literacy and diversity/inclusivity units which have been found to be generalised, tokenistic and devoid of EAL/D or curriculum language content.[45]

To ensure that all teachers have the necessary knowledge and skills for effective teaching of EAL/D learners, core units that provide ITE students a sound knowledge of EAL/D teaching strategies should be mandatory for all teachers.[46]

Recommendation 4

The National Teacher Workforce Action Plan should strengthen and extend the provision of preservice and post graduate specialist TESOL programs and associated professional experience placements by higher education providers, along with induction and mentoring programs for teachers entering specialist EAL/D teaching.

Recommendation 5

To ensure that all teachers have the necessary knowledge and skills to teach EAL/D learners across the curriculum at all years of schooling, the National Teacher Workforce Action Plan should mandate a core EAL/D teaching unit for all initial teacher education graduates.

2.7 EAL/D teacher accreditation, workforce planning and training – a broken system

Supply and recruitment of EAL/D teachers for schools requires the effective combination and coordination of three interdependent system processes:

1. clear specialist qualifications requirements for EAL/D teaching by national and state teacher regulatory authorities;
2. national and state teacher demand and supply planning that include EAL/D teachers;
3. pre-service and post-graduate TESOL course provision by tertiary teacher education providers based on 1 and 2.

The current tripartite system does not support national identification of or responsiveness to EAL/D teacher demand in schools due to both inadequacies of individual processes and disconnection between these processes.

Regarding 1, as outlined in 2.5, only one jurisdiction (NSW) issues specialist EAL/D qualifications requirements. Since 2010, state and territory teacher regulation authorities have adopted the AITSL national teacher standards which do not include specialist EAL/D teaching standards. ACTA attempted to address this policy gap by developing *EAL/D Standards Elaborations* to 'unpack' the national teacher standards in relation to EAL/D teaching at different career stages so as to inform teacher practice, professional learning and

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[45] ACTA analysis of preservice and post graduate specialist TESOL programs in Appendix B from Submission to the Quality Initial Teacher Education review at https://tesol.org.au/wp-content/uploads/2019/01/ACTA-final-submission-Quality-Initial-Teacher-Education-Review.pdf Frequently when ITE students are directed to differentiate instruction for different learner cohorts, the main strategies they are offered are giving EAL learners more time and removing or simplifying content. The needs of learners of Standard Australian English as an additional dialect/variety (for example, in the Torres Strait or for Pacifica students) are never addressed.

[46] Hammond, J. (2006). High challenge, high support: Integrating language and content instruction for diverse learners in an English literature classroom. Journal of English for Academic Purposes, 5, 4, pp. 269-283; Foley, Y., Sangster, P., & Anderson, C. (2013). Examining EAL policy and practice in mainstream schools. *Language and Education*, *27*(3), 191-206.

teacher education.[47] Although the *Elaborations* were developed in consultation with AITSL, they have no official status and do not form part of AITSL's system of teacher regulation. There is a need for AITSL recognition of this supplementary framework and this recognition to be reflected in state and territory teacher regulation authorities' teacher accreditation requirements.

Regarding 2, with the notable exception of Victoria, no jurisdictions publish detailed teacher workforce supply and demand reports needed by higher education institutions to inform their course planning. Even the exemplary *Victorian 2020 Teacher Supply and Demand Report's* supply and demand scenarios of primary and secondary EAL teachers in geographic areas are not based immigration projections.[48] Comprehensive and effective workforce planning requires identification of state and system-based primary and secondary EAL/D teacher demand and supply scenarios based on immigration projections driving EAL/D teacher demand in schools.

Regarding 3, as outlined in 2.6, the national and state policy void in EAL/D teacher accreditation has created general system and student disincentives for EAL/D training, reducing student demand for, and ultimately tertiary provision of specialist undergraduate and post-graduate TESOL training. Over the past few years, teacher education faculties have reduced, discontinued or reoriented their TESOL offerings and instead focused on generic literacy, cultural diversity and/or international students.

Recommendation 6

To ensure system responsiveness to EAL/D teacher demand, the National Teacher Workforce Action Plan should support the effective coordination of:
- *specialist EAL/D standards and qualifications requirements by national and state teacher regulatory authorities*
- *national and state EAL/D teacher demand and supply planning*
- *pre-service and post-graduate TESOL course provision by higher education providers.*

Recommendation 7

The Commonwealth should facilitate annual consultations between state and territory education departments and tertiary education providers around subject teacher requirements, including EAL/D education for mainstream and specialist teachers, based on detailed annual teacher supply and demand scenarios.

3. PROPOSED EAL/D INITIATIVES RELATING TO SPECIFIC ACTIONS IN THE NATIONAL TEACHER WORKFORCE ACTION PLAN

The draft National Teacher Workforce Action Plan presents a broad range of actions and objectives across key priority areas. However, the place of EAL/D teacher supply within the

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[47] http://www.tesol.org.au/RESOURCES/Australian-Professional-Standards-for-Teachers
[48] https://www.education.vic.gov.au/Documents/school/teachers/profdev/careers/teacher-supply-and-demand-report-2020.pdf

plan is unclear. This section proposes specific initiatives in relevant actions and objectives of the plan needed to ensure national supply of qualified EAL/D teachers to schools.

Also proposed are specific workforce initiatives arising from the increasing language diversity of the Early Childhood Education and Care sector. These are informed by ACTA's *Principles for Early Childhood Education* and referenced to the National Children's Education and Care Workforce Strategy, *Shaping Our Future,* and its Implementation and Evaluation Plan.[49]

3.1 Elevating the profession

1. A targeted national campaign to raise the status and value the role of teachers.

> EAL/D should be included as a teaching area in the Australian Government's national campaign, including actively promoting the value of EAL/D teachers' work and its contribution to education and society.

2. Creation of new Australian Teacher of the Year Awards.

> EAL/D teachers and early childhood educators and teachers should be eligible for the Australian Teacher of the Year Award.

4. Targets to increase the number of classroom teachers recognised as high achieving and highly accomplished.

> Many EAL/D teachers already play key school and district leadership roles in professional learning and mentoring. As expert practitioners, they supervise and mentor early career teachers in practicum placements and internships, and lead system, district and school-based EAL/D professional learning.

> EAL/D teachers should therefore be included in the trialling of new HALT specialisations with a view to increasing the number of EAL/D teachers certified as Highly Accomplished and Lead Teacher (HALT) within the 2025 national target.

> ACTA's EAL/D Elaborations to AITSL national teacher standards should be used to identify the EAL/D aspects of the Highly Accomplished and Lead career stages of the standards.

3.2 Improving teacher supply

5. More teaching places at universities in the right subjects and specialisations.

> EAL/D courses should be included in the Commonwealth Supported Places (CSPs) courses in education across 2023/2024 including for sub-bachelor and bachelor level courses in areas of early childhood, primary and secondary education.

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[49] https://www.acecqa.gov.au/sites/default/files/2021-10/ShapingOurFutureChildrensEducationandCareNationalWorkforceStrategy-September2021.pdf; https://www.acecqa.gov.au/sites/default/files/2022-09/National%20workforce%20strategy%20-%20Implementation%20and%20evaluation%20plan%20-%20August%202022.pdf

National guidelines are needed to ensure that tertiary teacher education courses specifically address EAL/D teaching skills for specialist and non-specialist teachers. AITSL's *Accreditation of initial teacher education programs in Australia* should be revised to include more detailed advice on course content requirements for accreditation purposes for both preservice and post graduate TESOL courses.

Specialist and non-specialist ITE EAL/D courses should be included in the improved data collection, commissioning of Higher Education Providers, trialling and prioritisation of places in the areas they are needed from 2024.

ACTA's Principles for Early Childhood Education[50] should inform the design of Australian Government's targeted fee-free TAFE training for more early childhood educators.

The above initiatives should form part of a comprehensive EAL/D teacher plan involving strengthening tertiary provision of preservice and post graduate specialist TESOL programs and associated professional experience placements along with induction and mentoring programs for teachers entering specialist EAL/D teaching.

6. 5,000 bursaries worth up to $40,000 each to help attract our best and brightest to the teaching profession.

Support for gaining TESOL qualifications to teach EAL/D learners is limited or non-existent. Gaining TESOL qualifications entails high costs in fees and personal time. For non-specialist teachers, the main obstacle is the cost of obtaining further specialist TESOL qualifications.

The Australian Government should offer a number of bursaries in 2023 for undergraduate ITE students ($40,000) undertaking an EAL/D specialism in their teaching program in 2024 and postgraduate ITE students ($20,000) undertaking specialist EAL/D training in 2024.

Similar tertiary scholarships and funded traineeships should also be available to early childhood teachers and educators.

8. Trial new ways of attracting and keeping teachers in the schools that need them most.

The Commonwealth's additional places in the High Achieving Teachers program should include EAL/D teachers in its piloting of new ways to get teachers into schools most in need with a particular focus on metropolitan schools where the EAL/D student cohort comprises a significant proportion of school population and regional and rural schools with underserved EAL/D learners.

9. Prioritise visa processing for qualified teachers and prioritise teachers from State and Territory nominated visa allocations.

In its priority processing for skilled visa applications in early childhood (FA2-2) and primary and secondary education, the Department of Home Affairs should give

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[50] https://tesol.org.au/wp-content/uploads/2022/09/ACTA-ECE-Principes.pdf

priority to onshore and offshore overseas trained teachers with TESOL qualifications recognising their multilingual skills and giving credit towards Australian teaching qualifications and providing teacher bridging courses. This teacher recruitment pathway should be promoted in its targeted communications and marketing materials.

3.3 Strengthening initial teacher education

10. The Teacher Education Expert Panel, led by the Vice-Chancellor of the University of Sydney, Professor Mark Scott, is reviewing initial teacher education and will recommend ways to boost graduation rates, and broadly ensure graduating teachers are better prepared for the classroom

In ensuring graduating teachers are better prepared for Australian classrooms, the Expert Panel's review of initial teacher education should consider the role and value of EAL/D teacher education, ignored in the original QITE review,[51] and the benefits of a mandatory core EAL/D teaching unit for all ITE graduates.[52]

In strengthening initial teacher education programs to deliver effective classroom ready teachers, mandatory and elective EAL/D units offered by higher education providers for all teachers should be deemed as satisfying requirements for teaching reading, literacy and numeracy, cultural responsiveness and teaching students with diverse needs.

The role and value of EAL/D-focused classroom observation tools and protocols to improve the quality and effectiveness of Professional Experience placements in linguistically diverse schools should be considered.[53]

11. Recognise previous study, work experience and skills that may be transferable to teaching.

There are an estimated 7,000 teachers in Australia with overseas training unable to gain re-entry to the profession.[54] There is a need for workforce planning to create pathways for these teachers into early childhood, primary and secondary education. The need for a diverse teaching profession with high levels of linguistic and cultural understanding should be a priority.

The framework to be developed by the Australian Council of Deans of Education (ACDE) in consultation with Universities Australia, higher education providers and teacher registration authorities should recognise these teachers' multilingual skills, teaching expertise, and give credit towards an Australian teaching qualification.

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[51] Australian Government, 2022, Next Steps: Report of the Quality Initial Teacher Education Review, Recommendation 17, p.92 accessed at: https://www.dese.gov.au/quality-initial-teacher-education-review/resources/next-steps-report-quality-initial-teacher-education-review

[52] Hammond, J. (2006). High challenge, high support: Integrating language and content instruction for diverse learners in an English literature classroom. Journal of English for Academic Purposes, 5, 4, pp. 269-283; Foley, Y., Sangster, P., & Anderson, C. (2013). Examining EAL policy and practice in mainstream schools. *Language and Education*, *27*(3), 191-206.

[53] E.g. Baecher, L., Knoll, M., & Patti, J. (2016). Targeted observation of ELL instruction as a tool in the preparation of school leaders. *International Multilingual Research Journal*, *10*(3), 201-216. Quality teaching rounds, p.40, Australian Government, 2022, *Next Steps: Report of the Quality Initial Teacher Education Review*.

[54] Cruickshank, K., Ellesmore, M. & Brownlee, P. (2018) Skills in Question, SICLE: Sydney University

12. Co-design actions to attract and retain more First Nations teachers.

In its roll out and co-design of its $14.1 million investment in the teaching of First Nations languages, the Australian Government should include targeted training in EAL/D and bilingual education for First Nations teachers and assistant teachers, particularly for those working in rural and remote school settings.

In reviewing and developing targeted programs to support ECEC studies and placements for Aboriginal and Torres Strait Islander students, the cross sector working group should consider targeted training in EAL/D and bilingual education for First Nations teachers and assistant teachers, particularly for those working in rural and remote school settings.

3.4 Maximising the time to teach

15. Build on work already underway to maximise teachers' time to teach, plan and collaborate and independently evaluate the effectiveness of these measures on teachers' time.

Among the range of strategies and initiatives to maximise teachers' time to teach, plan and collaborate, jurisdictions and sectors should consider and evaluate the effectiveness of dedicated collaborative planning and teaching time between EAL/D and class teachers. This structure is key to effective EAL/D teaching in mainstream classes.

18. Identify the most effective use of initial teacher education students, teaching assistants and other non-teaching staff.

In considering the most effective use of initial teacher education students, teaching assistants and school support staff to reduce teacher workload, the review should explore redesign of the roles and functions of auxiliary staff to enhance the reach and effectiveness of schools' EAL/D programs.

3.5 Better understanding future teacher workforce needs

19. Develop and publish nationally consistent teacher workforce projections based on consistent standards, disaggregated at a regional level and by subject specialisation, to enable a national understanding of teacher demand.

AITSL should ensure that its 2023 and 2024 published sets of demand data identify demand for EAL/D teachers in primary and secondary schools by states/territories based on projected numbers of EAL/D learners derived from i) the school aged component of Australia's annual migration intakes and ii) analysis of 2021 ABS Census data on school aged First Nation students identified as having English language proficiency needs.

AITSL teacher workforce projections should also include identification of key drivers of EAL/D teacher demand and supply and move towards annual reports that identifies EAL/D teacher demand and supply, based on immigration projections, by primary and secondary teachers and state and territory jurisdictions and sectors.

The Commonwealth should facilitate annual consultations between state and territory education departments and higher education providers around these reports.

In reviewing the implementation and outcomes of the 2021 AEDC workforce census, the cross sector working group should consider the addition of language background and location data of LBOTE children and English language proficiency data of Aboriginal and Torres Strait Islander children. (FA6-1)

In developing the plan for the ongoing monitoring, reporting and evaluation of the 10 year National Children's Education and Care Workforce Strategy, governments should ensure participation of ECEC stakeholders with language in learning expertise in biennial forums (FA6-3).

20. Develop and publish nationally consistent ITE graduate supply data, including disaggregated by subject specialisation and participation in ITE at the regional level, to enable a national understanding of teacher supply.

To enable a true understanding of EAL/D teacher supply nationally and inform future university places, the ITE graduate supply publication should report EAL/D in its subject specialisation disaggregations by ITE completion rates of primary and secondary teacher graduates who have successfully undertaken an EAL/D teaching specialisation.

21. Establish a National Quality Framework to guide Teacher Regulatory Authorities in teacher accreditation and ensure nationally consistent standards for initial teacher education.

In moving towards automatic mutual recognition of teacher entry and exit standards, ITE standards and teacher accreditation, the Australasian Teacher Regulatory Authorities (ATRA) should consider subject area specialisations including EAL/D education.

In reviewing requirements under the National Quality Framework to ensure early childhood teaching programs are contemporary, evidence-based and targeted on the skills and knowledge required for early childhood teaching, ACECQA should give consideration to strength-based, language inclusive EAL/D pedagogy in multilingual settings (FA5-2).

23. Develop and publish comprehensive data about why teachers leave the profession and what careers they move into and what would improve retention, as well as why other career leavers choose teaching.

Assessment of potential economic and professional barriers and incentives to teachers should include consideration of issues of teacher work intensity and professional demoralisation and inform teacher retention and re-recruitment strategies. Data should be disaggregated by primary and secondary teachers, age and years of service and subject area specialisation, including EAL/D.

3.6 Better career pathways to support and retain teachers in the profession

24. Develop and support career pathways which value teachers and reflect transitions in the Australian Professional Standards for Teachers.

Developing EAL/D career pathways for teachers necessarily involves increasing teacher permanency of EAL/D teachers on short-term contracts, supporting teachers to gain additional specialist EAL/D qualifications, short courses to retrain in EAL/D teaching and EAL/D professional learning. Jurisdictions and sectors should consider putting in place and reporting on these specific measures as part of their initiatives in support of career pathways.

ACTA's EAL/D Elaborations of AITSL national teacher standards aligned with Graduate and Proficient career stages of the standards could be used to identify this EAL/D pathway.

EAL/D Elaborations should also be developed for AITSL's *Australian Professional Standard for Principals and Leadership Profiles* to support development of an EAL/D informed career pathway for principals and teachers who aspire to become middle leaders and/or principals in linguistically diverse schools.

In improving access to core professional development for new educators and teachers to the ECEC sector, ACECQA should work with ACTA to develop an eLearning module on strength-based, language inclusive EAL/D pedagogy in multilingual settings (FA3-1)

25. Develop national guidelines to support early career teachers and new school leaders including mentoring and induction.

To ensure its guidelines address the needs of specific groups, including inclusive practice for supporting students with diverse learning needs, First Nations teachers and teachers in regional and remote areas, AITSL should detail EAL/D inclusive mentoring and induction processes for early career teachers and new school leaders.

AERO's comprehensive review of existing practice and literature on mentoring and induction in ECEC settings should include effective practices for language diverse contexts (FA1-3).

27. Streamline HALT accreditation processes to make it less burdensome for teachers to be accredited and incorporate recognition of equivalent qualification and certification processes.

To support actions 4 and 8, AITSL's plan should consider ways of recognising the school and district leadership roles, outlined in action 8, of existing high achieving EAL/D teachers who have not yet received certification.

28. Develop micro-credentials and expand the Quality Teaching Rounds (QTR) to enhance teachers' access to quality professional development.

Expansion of the Quality Teaching Rounds to enhance teachers' access to quality professional development in 2023 should include trialling and development of an EAL/D-focused Quality Teaching Framework. The current generic framework on which the rounds are based does not reflect a language-in-learning focus essential to effective EAL/D teaching in language diverse mainstream classrooms.[55]

In improving access to an increased range of micro-credentials for ECEC educators and teachers in areas of identified need, the government's expert advisory panel should consider strength-based, language inclusive EAL/D pedagogy in multilingual settings as a priority area to be developed and implemented (FA3-2).

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[55] See: Hammond, J. (2008). Intellectual challenge and ESL students: Implications of quality teaching initiatives. *Australian Journal of Language and Literacy, The*, *31*(2), 128-154.

4. RECOMMENDATIONS

Recommendation 1

To ensure suitability of the National Teacher Workforce Action Plan for Australia's language diverse schools, EAL/D teaching should be included and identified as a specialist teaching area in relevant actions in all priority areas of the plan.

Recommendation 2

To ensure effective teacher workforce planning for Australia's language diverse early education and care sector, initiatives informed by ACTA's Principles for Early Childhood Education should inform the implementation of the National Children's Education and Care Workforce Strategy, Shaping Our Future, and its Implementation and Evaluation Plan.

Recommendation 3

The National Teacher Workforce Action Plan should address key drivers of EAL/D teacher demand such as projected growth in number of EAL/D learners, impacts of increased school-based staffing decision-making under school autonomy policies, increased teacher casualisation resulting in 'out-of-field' EAL/D teaching, and successive retirement of an ageing EAL/D teacher workforce.

Recommendation 4

The National Teacher Workforce Action Plan should strengthen and extend the provision of preservice and post graduate specialist TESOL programs and associated professional experience placements by higher education providers, along with induction and mentoring programs for teachers entering specialist EAL/D teaching.

Recommendation 5

To ensure that all teachers have the necessary knowledge and skills to teach EAL/D learners across the curriculum at all years of schooling, the National Teacher Workforce Action Plan should mandate a core EAL/D teaching unit for all initial teacher education graduates.

Recommendation 6

To ensure system responsiveness to EAL/D teacher demand, the National Teacher Workforce Action Plan should support the effective coordination of:

- specialist EAL/D standards and qualifications requirements by national and state teacher regulatory authorities
- national and state EAL/D teacher demand and supply planning
- pre-service and post-graduate TESOL course provision by higher education providers.

Recommendation 7

The Commonwealth should facilitate annual consultations between state and territory education departments and tertiary education providers around subject teacher requirements, including EAL/D education for mainstream and specialist teachers, based on detailed annual teacher supply and demand scenarios.